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INTERIM REPORT  
OF THE  
STATE OF MARYLAND

**ADVISORY COUNCIL**  
FOR  
**HIGHER EDUCATION**



TO  
*His Excellency,*  
**THE GOVERNOR**  
AND  
THE GENERAL ASSEMBLY  
OF THE  
STATE OF MARYLAND

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*Maryland Advisory Council For Higher Education*

INTERIM REPORT,

OF THE

STATE OF MARYLAND

ADVISORY COUNCIL FOR HIGHER EDUCATION

TO

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AND

THE GENERAL ASSEMBLY OF THE STATE OF MARYLAND

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*1964-65*

Baltimore

January, 1965

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STATE OF MARYLAND  
ADVISORY COUNCIL FOR HIGHER EDUCATION

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STATE OF MARYLAND  
ADVISORY COUNCIL FOR HIGHER EDUCATION  
2100 Guilford Avenue  
Baltimore, Maryland, 21218

January 25, 1965

THE HONORABLE J. MILLARD TAWES  
Governor, State of Maryland  
Annapolis, Maryland

Your Excellency:

The first report of the present Advisory Council for Higher Education is submitted herewith.

In your letter of July 1, 1964, to the members of the Council, you pointed out that the "Council has been created by the General Assembly to give both public officials and the citizens of Maryland the benefit of impartial study of our programs for higher education." You also suggested, "that a Master Plan for the Expansion of Higher Education be developed as soon as thoughtful study and deliberation permit."

The Council held its first meeting July 15, 1964. This report is of necessity an interim one since the Council did not have a director until Dr. Wesley N. Dorn was appointed effective November 18, 1964. We recognize that time has not permitted the "thoughtful study and deliberation required to prepare a Master Plan." The Council does recognize, however, the need for immediate attention to be given to the problems facing higher education and is therefore submitting this Interim Report reviewing the findings of previous commissions, up-dating the statistical evidence, presenting its views on several matters brought specifically to its attention, and presenting general considerations that should guide subsequent planning.

It was with regret that we learned that Dean Roger Howell and Mr. Benjamin Rosenstock could not both serve on the Council because of the stipulation in the law that "no two members shall have attended the same institution of higher learning." Dean Howell has therefore resigned from the Council. His services while a member were invaluable.

We appreciate the fact that the Council has been given the opportunity to offer objective guidance to the Legislature and the Executive Branch and we pledge to you and the citizens of Maryland that we will exert every effort to make an effective contribution in this very important area.

Respectfully,

Dr. G. Russell Tatum, Chairman  
Henry J. Knott, Secretary  
William P. Chaffinch  
Roy Tasco Davis  
Dr. Sherman E. Flanagan  
Dorothy S. Maltbie  
Benjamin B. Rosenstock  
Dr. Henry C. Welcome





## PREFACE

The orderly growth of higher education in Maryland depends upon the cooperative efforts of many groups in our State. Important ingredients in the successful planning and implementation of higher education goals are administrators and faculty with initiative and vision, board members and citizens groups with dedication and understanding, a Governor and Legislature with purpose and courage - and a means of establishing effective communication among the groups resulting in a coordinated unified approach in meeting the emerging needs of higher education in our state and nation. We have these ingredients.

We in Maryland are very fortunate in having an excellent situation in which to plan and work. Although there is much yet to be done, the record over the past decade shows a determined effort to meet the challenges in higher education. For instance, in 1951-52, state operational support of public institutions of higher learning was \$427 per student in Maryland compared with an average of \$556 for the United States. In 1961-62, the picture had changed considerably. Support in Maryland was \$716 per student compared with \$688 for the United States as a whole. In other words, Maryland had increased its support at a much higher rate than the country as a whole, and emerged from a below average support State to an above average support State.<sup>1</sup>

The Council is appreciative of the response and cooperation that it has received in its initial efforts. Governor J. Millard Tawes, members of the Legislature, the Budget Bureau and other State agencies have already provided valuable information and assistance to the Council. The presidents of all the private institutions of higher learning were asked to advise the Council as to how it might work with them. Many excellent suggestions were received. The 1964-65 program of legislation for the Maryland Congress of Parents and Teachers has as its number one priority item the development and implementation of a comprehensive plan for public higher education in Maryland. The University has shared with the Council its own continuing study of the ways in which it might more effectively serve the State. Representative community leaders attended a conference

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<sup>1</sup> Southern Regional Education Board, Statistics for the Sixties: Higher Education in the South, Atlanta, Georgia, 1963. p.99

on "A Sampling of Community Viewpoint on Higher Education in Maryland" and have agreed to meet again in order to prepare a report that might be used in planning higher education to meet community needs. Representatives from the Board of Trustees of the State Colleges have shared with the Council its plans for support and expansion of its graduate program. Representatives of the State Department of Education and the community junior colleges have discussed with the Council, the role of the community junior colleges and the ways of meeting vocational-technical educational requirements.

The Council is indebted to the Southern Regional Education Board and particularly to Dr. A. J. Brumbaugh, its consultant for advice on statewide planning and coordination. The Council also wishes to recognize the contributions made by the commissions which have over the years made studies and recommendations regarding the needs of higher education in Maryland and to the former Advisory Council for Higher Education for the ground work it laid for the present Council. The Council also expresses its appreciation to Messrs. Joost Yff, Michael Grossman and Robert Moyer for their assistance in the preparation of this report and to Mrs. Lauretta Coney and Mrs. Mildred Cutrufello for their secretarial assistance.

It is the feeling of the Council that this first report should provide the basis for further planning rather than make recommendations on a piece-meal basis for the expansion of any institution without taking into account the contributions of all. The Council believes that any other approach would result merely in substituting the opinion of the Council, which has just recently come into existence, for the considered judgment of those who have been studying the problems of higher education for a long time.

The proposed "modus operandi" of the Council then is to provide opportunities for individuals and groups interested in and affected by the planning for higher education to contribute towards the developments of those plans so that the Council will have available all important facts and points of view and be aware of the implications of various courses of actions. The Council feels that it is highly essential that there be every opportunity given for full and free discussion of all issues so that a maximum amount of consensus may be obtained before Council recommendations are presented to appropriate boards and State officials for action. The Council and staff willingly assume their responsibilities within this framework.

Wesley N. Dorn

## CHAPTER I

### IDEAS ABOUT HIGHER EDUCATION CONTAINED IN REPORTS OF STUDY COMMISSIONS: 1921-1962

The Advisory Council for Higher Education has had the benefit of much thoughtful study that has been given to higher education over the years. Nearly half a century ago, Governor Albert C. Ritchie requested the General Education Board of New York to survey the institutions of higher learning in Maryland in order to provide a basis upon which State policy might rest. The resulting survey report, transmitted over the signature of Abraham Flexner in 1921 is the first of a series of similar efforts reviewed for this report.

Between 1920 and the present, seven ad hoc groups have been charged with the responsibility of assessing the status of higher education in Maryland. The groups, which were appointed in 1920, 1923, 1929, 1945, 1953, 1959, and 1961, surveyed the problems of higher education and, with the exception of the 1920 groups, offered recommendations aimed at their solution.

Appendix I of this report contains excerpts from the recommendations of eleven reports that have dealt with the major problems of higher education from 1921 - 1964. Quotations from these reports are presented which show the broad range of ideas and proposals over the decades. The purpose of this chapter is to point out some of the major ideas that have been emphasized throughout the reports and in particular those that are most relevant to the Advisory Council. These recurring ideas are: (1) that public higher institutions in Maryland must carry an ever increasing burden of responsibility to the people of the State; (2) that community junior colleges be established to meet new needs and (3) that there is a need for a permanent body to guide the development of higher education in Maryland.

#### *Increasing Responsibility for Expanding Higher Education*

Virtually every commission has identified the need for expanding the capacity for higher education in Maryland. In each case, except that of the 1924 (Janney) commission which used data from the 1921 commission, studies were conducted to obtain the information prerequisite to the formulation of valid opinions and sound recommendations.

The survey conducted for the State of Maryland by the American Council on Education, upon which the 1947 (Marbury) commission based its recommendations, appears to be the most comprehensive published study of higher education in the state. It is believed that the many factors investigated in the American Council on Education's report represent a model for the development of criteria for future studies of this nature.

Statements of the need for expanding public higher education in Maryland have often been coupled with some statement which revealed recognition of the vital role which private institutions play in the overall scheme of higher education.

Thus the Janney Commission said of private colleges:

"While such institutions are in a sense private, they are, in reality, administered solely for the benefit of the people and without gain or profit of any sort to the public-spirited individuals constituting their governing boards." <sup>2</sup>

Likewise the Curlett Commission said:

"While non-public institutions will help absorb part of this expanding demand for advanced education in the state, the public system of higher education will inevitably be expected to take care of the major part of this growth in college enrollment." <sup>3</sup>

A review of the literature reveals: (1) the continuing concern for coping with increasing enrollments and increasingly diversified needs; (2) the constant recognition of the contribution afforded by the private institutions; and perhaps most important, (3) increasing awareness that the publicly supported institutions of the State must bear an increasingly large proportion of the total state commitment to higher education. One of the earliest reports (1924) indicated

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<sup>2</sup>State of Maryland College Commission, Albert C. Janney, Chairman, REPORT TO THE HON. ALBERT C. RITCHIE, GOVERNOR, ON STATE AIDED COLLEGES, 1924, Pg. 3.

<sup>3</sup>Commission for the Expansion of Higher Education in Maryland, John C. Curlett, Chairman, PUBLIC HIGHER EDUCATION IN MARYLAND 1961 - 1975, 1962, Pg. 7.



that the State depended largely upon the private institutions. In contrast, the latest report (1962) predicted that by 1975 over 80% of all high school graduates continuing in higher education in the state can be expected to attend public institutions of higher learning." <sup>4</sup>

### *The Need for Community Junior Colleges*

A proposed solution for providing for increasing numbers of students has often appeared in the various reports in the form of providing numerous facilities throughout the State for the lower-division undergraduate portion (freshman and sophomore years) of the higher education sequence, while relying on the University of Maryland to provide for the upper-division undergraduate and graduate levels as well as for lower-division undergraduate instruction for those students in its immediate geographic area. This community-junior college idea appears in a number of ways in the various reports. As early as 1931, a germ of this idea appeared.<sup>5</sup>

The State Board of Education, in its 1960 report, recommended that the State of Maryland pledge itself to vigorous support of existing community junior colleges,"<sup>6</sup> and, "that the State grant substantial assistance in establishing additional junior colleges where they are needed and in accordance with an over-all State plan approved by the Board."<sup>7</sup> The report of the 1962 (Curlett) Commission indicated that the community colleges in Maryland could "single out students with a definite interest in further undergraduate and even graduate education and send them on to some other public or private institution, while providing other students who need a two-year terminal program with training in general and technical education which will equip them for both democratic citizenship and a productive role in the economy." <sup>8</sup>

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<sup>4</sup>Curlett, op. cit., p. 7

<sup>5</sup>Maryland Commission on Higher Education, George M. Shriver, Chairman, REPORT TO THE GOVERNOR AND GENERAL ASSEMBLY, January 1931, p. 23.

<sup>6</sup>Maryland State Board of Education, Jerome Frampton, Jr., President of the Board, A PROGRAM FOR PROGRESS IN HIGHER EDUCATION IN MARYLAND, May 1960, p. 8.

<sup>7</sup>Ibid

<sup>8</sup>Curlett, op. cit., p. 40

In its suggested tripartite organization of public higher education, the Commission viewed the community colleges as "a vital segment of the total system of higher education in Maryland." 9

*The Need for a Permanent Body to Guide Development*

Another idea repeatedly expressed by each of the Commissions since 1924 is that of a permanent body to guide the development of higher education in Maryland. It seems appropriate to include excerpts from each report which deal with this need. The Commission reporting in 1924 (Janney) stated:

"It is obvious from the recommendations made in this report that the establishment of the principles suggested and the proper coordination of the work of colleges receiving State aid is a matter of gradual accomplishment that cannot be consummated by one legislative enactment of one executive pronouncement. To insure the carrying out of the program we recommend that the General Assembly by act authorize the appointment by the Governor of an unpaid Commission of five . . . . .  
.....

"The Commission should report to the Governor annually the progress of the several institutions toward the attainment of the policies herein recommended, together with a statement of the extent to which the State is receiving value in return for the appropriations made.

"This Board (sic) should further have power to recommend conditions to be annexed to any State appropriations, thus enabling the State, by proper conditions, to insure coordination of the work by the Colleges and the maintenance of high standards, at least insofar as maintained by State money. The Board should have no power to require any institution to lower or to prevent any institution from raising its educational standards, nor to participate in or interfere in any way with the management of any institution." 10

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9 Ibid.  
10 Janney, op. cit., p. 15

The Commission reporting in 1931 (Shriver), although not calling for a permanent body, did recommend that the important function of assessing higher education in the state be continued through the appointment of a new commission:

" . . . . . a more complete study should be made of the requirements and possibilities of these colleges and schools. To this end the Commission recommends the appointment, by the Governor, of a Commission . . . . to consider with the different colleges receiving State aid . . . . the relation of these colleges to education in the State . . . ." <sup>11</sup>

The idea of a permanent body was again stated in the report of the 1947 (Marbury) Commission:

" To furnish answers to the unsolved questions and to re-examine periodically the answers previously made calls for the existence of a single permanent body with over-all authority similar to that conferred upon your Commission by the legislature." <sup>12</sup>

The suggestion for an over-all controlling body such as implied in the above functions did not appear in later commission reports. Rather, the idea of an advisory body was developed as in Recommendation number 22 of the Commission reporting in 1955 (Pullen):

" That a permanent Advisory Commission on Higher Education in Maryland be established through appointment by the Governor of Maryland by and with the advice of the institutions of higher learning. This Commission should consist of nine persons: The Presidents of three State institutions, one of whom shall be the President of the University of Maryland; the presidents of four independent institutions, one of whom shall be the President of Johns Hopkins University; the Superintendent of Schools of Baltimore City; and the State Superintendent of Schools." <sup>13</sup>

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<sup>11</sup>Shriver, op. cit., p. 23

<sup>12</sup>American Council on Education, William S. Marbury, Chairman of the Maryland Commission on Higher Education, HIGHER EDUCATION IN MARYLAND, 1947, p. 19

<sup>13</sup>Commission to Study the Needs of Higher Education in Maryland, Thomas G. Pullen, Jr., Chairman, THE NEEDS OF HIGHER EDUCATION IN MARYLAND, 1955, p. 118

The advisory body was to have as its function "the continuing study of the State's problems of higher education and serve as a clearing-house for informing the public of the changing needs for educational opportunity in Maryland." <sup>14</sup>

In its 1960 report, the State Board of Education, in pledging itself to vigorous support of existing community junior colleges, recommended:

"That advisory committees for higher education, consisting of seven to nine persons each, be approved by the State Board for the following areas of the State: (a) Area I: Garrett, Allegany, Washington, Frederick, Montgomery counties; (b) Area II: Carroll, Baltimore, Harford counties; (c) Area III: Baltimore City; (d) Area IV: Howard, Anne Arundel, Prince George's, Calvert, Charles, St. Mary's counties; (e) Area V: Cecil, Kent, Queen Anne's, Caroline, Talbot, Dorchester, Wicomico, Somerset, Worcester counties." <sup>15</sup>

The Commission reporting in 1962 (Curlett) "strongly recommended" the creation of an Advisory Council for Higher Education:

"It is imperative that public colleges and universities plan now to meet the expanding demand for higher education in the decades ahead. The future of higher education in Maryland cannot be left to periodic efforts of commissions appointed at irregular intervals in response to a crisis that is already upon us. The creation of an Advisory Council for Higher Education will enable us to anticipate many problems before they arise." <sup>16</sup>

Among the functions listed for the Council were the following:

1. the improvement of communications among public institutions of higher education in the state,
2. authoritative guidance to the Legislature, the Governor and the people of Maryland on the needs of public higher education in the state,
3. the preparation of plans with respect to the over-all development of Maryland's system of public higher education. <sup>17</sup>

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<sup>14</sup> Ibid., pp. 118-119

<sup>15</sup> Frampton, op. cit., p. 9

<sup>16</sup> Curlett, op. cit., pp. 47-49

<sup>17</sup> Ibid.



## CHAPTER II

### A BASIS FOR PLANNING

Ideas as to how higher education in Maryland should be expanded will vary greatly, depending not only upon the facts which one has available to him, but on the organization and interpretation of the facts, and the goals which one sets for his nation, his state, his community and himself in view of these facts. Before consideration can be given to the development of a Master Plan, or even to the solution of problems which require immediate consideration, it is important that a basis be established for such planning.

Statements forming a basis for planning are sometimes called criteria, guidelines, principles, objectives, goals, philosophy, or perhaps a statement of needs. Without becoming involved in semantics, this chapter will attempt to set forth a series of statements which will not necessarily be definitive in nature, but will serve the Council - and it is hoped all others concerned with higher education in our state - as a basis for developing recommendations that will result in the orderly growth of higher education in Maryland as an instrument for achieving the goals of the nation, state, and individuals.

Many suitable statements have been developed by previous commissions, institutes, and conferences. The quotations presented below in many cases, contain more than one guiding principle. The grouping, though necessarily arbitrary, will serve, however, to focus attention on a number of recurring ideas which have served as guiding principles to a number of groups that have studied the needs of higher education in our state:

#### *Investment in Human Resources*

"Of all the functions which the state undertakes to perform, education is the most important, since the level of achievement in all other areas of activity ultimately depends upon the success of our educational effort. In this report the Commission has tried to spell out its conviction that while the level of investment in higher education will continue to grow, the rate of return will grow also. And it is a return that will enrich

not only the student and the state, but the national and international communities of which we are all a part."18

"It should be noted that key elements in economic development require various kinds of investments: in human resources; in natural resources; in plant and equipment; and in public works and services. Investment is needed first and foremost -- in the development of skillful and well-equipped individuals. Educated, skilled persons can be counted on to seek out good employment and income opportunities and, equally important, situations favorable to continued development of the individual. . . . Public investment in education in the future as in the past promises great returns."19

### *Equality of Educational Opportunity*

"To fulfill this requirement, institutions of higher education should be located throughout the state, available to students at reasonable cost, and operated so as to obtain a maximum return to the state from a qualitative as well as a quantitative point of view. It is an obligation the community owes to its young people - and an investment from which it will obtain a rich return in the years to come."20

"These are some of the issues that can be brought for consideration in a Master Plan. . . . wide availability and a diversity of educational opportunity."21

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18 PUBLIC HIGHER EDUCATION IN MARYLAND, 1961 - 1975, The Report of the Commission for the Expansion of Public Higher Education in Maryland, (Curlett Commission) Baltimore - June 1962. p. 8

19 EDUCATING FOR ECONOMIC DEVELOPMENT, p. 4. (A Report of the Committee on Economic Development of the Southern Conference of the Council of State Governments, October 1964)

20 Curlett Commission, op. cit., p. 16

21 "A Master Plan for Maryland - Blueprint for Higher Education", THE MARYLAND PARENT-TEACHER, September 1964, p. 4

## *Quality of Educational Programs*

"State-supported higher education can be of service to the state and nation only if the graduates are equipped to meet the challenges they face. Programs of instruction must, therefore, be of excellent quality if the full responsibility to youth is to be met."<sup>22</sup>

"All of these institutions should be operated so as to obtain a maximum return on educational expenditures. But it will be false economy unless they are able to provide every student with educational opportunity of as fine a quality as can be found anywhere in the United States."<sup>23</sup>

## *Adequacy of Programs in Relation to Needs*

"It is the State's responsibility to assure sufficient faculties, facilities, and services for all students who demonstrate competence and interest in pursuing college study and who choose to attend a state institution of higher learning."<sup>24</sup>

"Every Maryland boy or girl should have the opportunity to obtain the highest level of education or training for which he is fitted and which will make him a useful and productive citizen. For those who complete high school, post-secondary education or training should be widely available."<sup>25</sup>

## *Efficiency of Operation*

"Educational opportunities in publicly controlled institutions of higher learning should be provided at as

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<sup>22</sup> A PLAN FOR EXPANDING THE UNIVERSITY OF MARYLAND.  
Report of the Governor's Commission to study the Problem of  
Expansion of the University of Maryland (Warfield Commission)  
1960. p. 9

<sup>23</sup> Curlett Commission, op. cit., p. 16

<sup>24</sup> Warfield Commission, op. cit., p. 12

<sup>25</sup> Community Viewpoint Conference Report to Advisory Council for  
Higher Education Report, January 8, 1965

reasonable a cost to the tax-paying citizens of the State, and to the students, as is consistent with quality instruction." <sup>26</sup>

"The practice of solving growth problems on an emergency basis is expensive and wasteful. A continuing "look-ahead" will obviate the "surprise" of changing economic and educational problems." <sup>27</sup>

### *Recognition of Role of Private Institutions*

"The adequacy of the existing system of public higher education cannot be accurately appraised without full awareness of the part private institutions have always played in helping to meet the over-all demand for higher education within the state." <sup>28</sup>

"No one type of educational institution alone can serve this end. The interests of diverse groups have led to the creation of colleges and universities devoted to both broad and limited aims under public as well as under private control. The strength of our system of higher education in America derives from its rich and active diversity." <sup>29</sup>

### *Diversity of Functions*

"For it has become clear that the future development of higher education in Maryland hinges in large measure upon an efficient distribution of functions among the state's colleges and universities, as well as upon the establishment of an effective framework of cooperation within which the activities of individual schools can be carried on." <sup>30</sup>

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<sup>26</sup> Warfield Commission, op. cit., p. 11

<sup>27</sup> Council of State Governments, op. cit., p. 41

<sup>28</sup> Curlett Commission, op. cit., p. 16

<sup>29</sup> THE NEEDS OF HIGHER EDUCATION IN MARYLAND, The Report of the Commission Appointed by Governor Theodore R. McKeldin to Study the Needs of Higher Education in Maryland (Pullen Commission) 1955. p. 13

<sup>30</sup> Curlett Commission, op. cit., p. 11

"Colleges should have different objectives and meet different needs, but there should be coordination between all colleges, private and public, two and four year, so that a person desiring to continue on from a two year to a four year college, could do so without loss of credits, time or money." <sup>31</sup>

### *Coordination in Planning*

"However, a Master Plan should attempt to resolve all the public policies for higher education, and in a democracy, the public has the privilege of voicing their viewpoints on these policies before enactment." <sup>32</sup>

"The Commission is convinced that the growth of higher education in Maryland should take place within an orderly framework in which the development of facilities at one institution is properly related to the availability of educational resources elsewhere in the state." <sup>33</sup>

There are no basic differences in the positions the various commissions, organizations, and conference participants have taken concerning the broad guidelines for meeting the needs of higher education in Maryland. It is in the refinement, interpretation and implementation of these basic ideas that the reports and recommendations of various commissions and groups differ. One reason for the differences and recommendations based upon the same basic principles is, of course, that the commissions had different purposes in mind when their studies were conducted. Another factor, however, is that not all the commissions had all the facts that should have been taken into account in applying the guidelines to the needs that they sought to meet.

A major difference in the approach taken by this Council, as compared with previous commissions, is that studies by a continuing body such as the Advisory Council for Higher Education, should be made in more depth than is usually done, should give all points of view, not merely those that support a given position, and should be considered not in terms of an immediate objective, but in terms of a

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<sup>31</sup> Community Viewpoint Conference, op. cit., p. 3

<sup>32</sup> The Maryland Parent-Teacher, op. cit., p. 4

<sup>33</sup> Curlett Commission, op. cit., p. 8



pattern of growth which is part of a well-devised Master Plan constantly reviewed and revised as conditions require.

The quotations presented in this chapter contain abstract concepts. For instance, does "equality of educational opportunity" mean "racial equality," "the same opportunity," "equal choice between a public and private institution," "opportunity to the extent that the community can provide support" — all of these, some of these, or some other meaning? The Council expects to work with a number of community and professional groups to restudy the statements set forth in this chapter for the purposes of refining and clarifying — perhaps even changing — the guiding statements set forth herein.

In any case, the Council recognizes that it is not enough "to be against sin" and that the Council must work with an increasing number of persons so that issues which will undoubtedly arise can be freely discussed and statements developed which will provide the basis for further planning in higher education. The Council expects to have made substantial progress during the coming year toward expressing its concept of the fundamentals upon which a Master Plan can be formulated.

## CHAPTER III

### THE STATISTICAL EVIDENCE

The needs of higher education in Maryland cannot be set forth simply in terms of numbers of students, numbers of faculty, numbers of classrooms, numbers of dollars, or any other quantitative measure. The preceding chapter pointed out that an analysis of needs also involves a consideration of purposes, goals, and other qualitative measures. However, unless the statistical evidence is adequate, accurate, and appropriate, the Council will not be in a position to make the sound recommendations that are essential to the development of a Master Plan.

For many years, statistics on higher education in Maryland have been reported by the State Department of Education, individual institutions, the United States Office of Education, and the commissions and councils which have been established from time to time to deal with the problems and needs of education beyond the secondary school level. These studies provide valuable information about the changes in higher education and in the thinking of informed educators and laymen on how the problems on higher education are to be met. However, two important limitations must be noted:

- (1) Reports published by educational institutions and agencies are devoted to the particular interests and responsibilities of their respective organizations. These reports have continuity and provide perspective, but they are not sufficiently comprehensive, inter-related, or compatible with each other to serve state-wide planning purposes.
- (2) Studies that have been prepared by ad hoc groups have been concerned with the total problems of higher education which the state now faces. However, the periods of activity of these ad hoc groups were relatively short and systems of data gathering and projection could not be established and refined.

There are, then, at least four things that must be done if the present Advisory Council and others interested in higher education are to have the statistical data they require:

First, a reporting system must be established that will insure comparability of data

Second, this reporting must be more adequate and must be maintained on an annual basis

Third, new techniques must be developed to provide data on which projections can be made and revised

Fourth, modern electronic data processing procedures must be more fully utilized.

This chapter deals primarily with two statistical aspects of higher education: Enrollments and Financing. The comments are based upon preliminary examination of the data in this area and thus represent a first summary only. Time has not permitted an extensive analysis of these data. The purpose is to state the nature of some of these problems and to suggest first steps that might be taken to cope with them.

### *Enrollments in State-Approved Maryland Colleges and Universities*

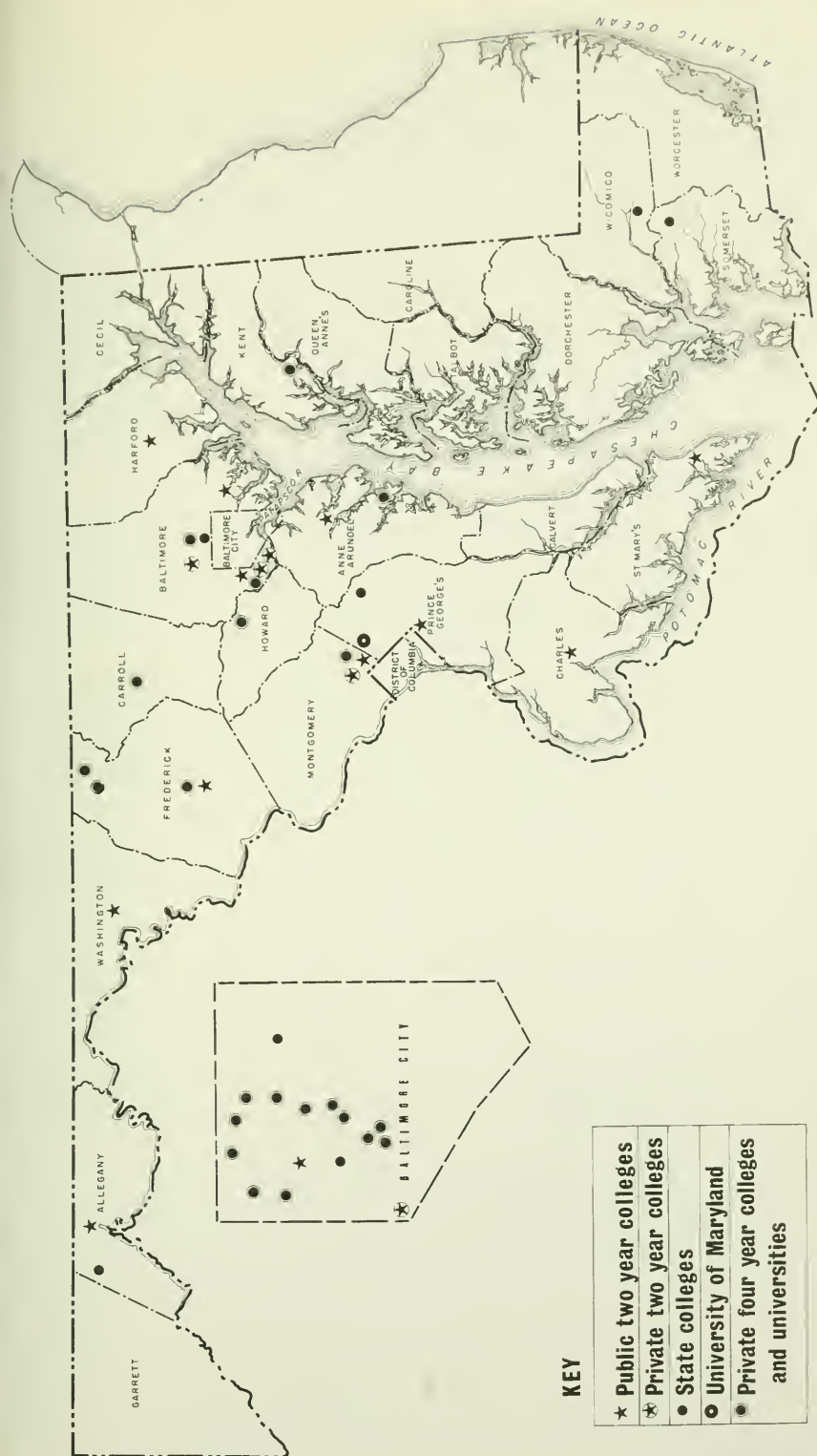
Important to a study of the needs of higher education, are the present and projected number of students enrolled in the colleges and universities of our State. The data gatherer has several basic problems to solve just with regard to numbers, per se, before any meaning can be translated from the raw figures. For instance, he must decide whether he wants the total number of students enrolled in all programs, the full-time students, the full-time undergraduates, the students enrolled in programs which lead to a degree, or some other division of the student population based on the kind of institution attended.

The most common enrollment figure used as the basis of study in the reports of previous Maryland Commissions is the number of full-time undergraduates. Table 1 of this report lists the State-approved colleges and universities by type and location, categorizes each institution as a two or four year unit under public or private control, and indicates the full-time undergraduate enrollment for each institution in each category. Figure 1 shows the geographical distribution of these institutions.

### *Enrollments as a Basis for Projections*

One reason the figure for full-time undergraduates has been used as a basis for the calculation of the needs of higher education is that the number of undergraduates has been accurately described for a sufficiently long period of time to establish a sound base for





STATE APPROVED COLLEGES AND UNIVERSITIES JANUARY, 1903

Figure 1.

TABLE 1

FULL-TIME UNDERGRADUATE ENROLLMENT AT STATE  
APPROVED MARYLAND COLLEGES AND UNIVERSITIES  
BY TYPE AND LOCATION - FALL 1964

LOCAL UNIT	NAME OF INSTITUTION	Full-Time Undergraduate Enrollment			
		TWO-YEAR		FOUR-YEAR	
		Public	Private	Public	Private
Allegany County	Allegany Community College Frostburg State College	261		1,659	
Anne Arundel County	Anne Arundel Community College St. John's College	287			320
Baltimore City	Baltimore College of Commerce Baltimore Hebrew College Baltimore Junior College College of Notre Dame Coppin State College Eastern College Johns Hopkins University Loyola College Maryland Institute Morgan State College Mount St. Agnes College Ner Israel Rabbinical College Peabody Institute St. Mary's Seminary and University University of Baltimore	1,587		529       2,759	420 58 744 141 1,533 933 660 407 274 218 204 1,790
Baltimore County	Catonsville Community College Essex Community College Goucher College Mt. Providence Junior College St. Charles College St. Peter's College Towson State College Villa Julie College	736 317	66 189 37 118	2,426	949

TABLE 1 (Continued)

LOCAL UNIT	NAME OF INSTITUTION	Full-Time Undergraduate Enrollment			
		TWO-YEAR		FOUR-YEAR	
		Public	Private	Public	Private
Carroll County	Western Maryland College				825
Charles County	Charles County Community College	72			
Frederick County	Frederick Community College Hood College St. Joseph's College Mt. St. Mary's College	102			650 596 809
Harford County	Harford Junior College	319			
Howard County	Woodstock College *Has Graduate Students only				*
Kent County	Washington College				542
Montgomery County	Columbia Union College Montgomery Junior College Xaverian College	1,597	63		760
Prince George's County	Bowie State College Prince George's Community College University of Maryland	495		497 18,389	
St. Mary's County	St. Mary's College of Maryland	227			
Somerset County	Maryland State College			626	
Washington County	Hagerstown Junior College	412			
Wicomico County	Salisbury State College			594	
TOTALS		6,412	473	27,479	12,833

Source: Based on reports on file at Maryland State Department of Education

estimating future trends. However, consideration must be given to the changing nature of our colleges. In 1964, of the total undergraduate enrollment of 73,728 (see Table 2), 26,531 or 36% were part-time students. This ratio must be carefully watched.

Table 2 of this report also shows the breakdown by number and percent of the students who are enrolled in public and private, two and four year institutions as of Fall, 1964. Some additional analysis of these data shed further light on the breakdown of the enrollment figures. Of the total of 47,197 full-time undergraduates, 33,891, or 72% were in public institutions, while 13,306, or 28%, were enrolled in private colleges. Another breakdown of this 47,197 full-time undergraduates shows that 40,312, or 85% of this number, were enrolled in public and private four year institutions, while 6,885 or 15% were enrolled in public and private two year institutions. A further breakdown of the 40,312 full-time undergraduates enrolled in four year colleges shows that 27,479, or 68% were enrolled in public institutions while 12,833, or 32% were enrolled in private institutions. Likewise, a further breakdown of the 6,885 full-time undergraduates in two year colleges shows that 6,412, or 93% were enrolled in public institutions, while 473, or 7% were enrolled in private institutions.

Many other analyses and comparisons could be made from Table 2. For instance, the 27,479 full-time undergraduates in public four year colleges, comprised 58% of the 47,197 full-time undergraduate enrollment and 33% of the 84,237 total graduate and undergraduate enrollment; the 12,833 full-time students in four year private institutions comprised 27% of the total 47,197 full-time undergraduate enrollment and 15% of the 84,237 total graduate and undergraduate enrollment.

These figures on full-time undergraduates indicate just some of the different kinds of important information that can be derived from basic enrollment statistics. Consequently, it is important that they be not only accurate but uniformly derived in adequate detail from the different institutions. If part time enrollment increases, it will be especially important that the institutions avoid multiple counting of the same person taking more than one course. It is also important that part time enrollments be reported in terms of equivalent full-time enrollments.

### *Assumptions Used in Projecting College Enrollments*

A number of statistical and non-statistical factors must be taken into account in projecting college enrollments.

Statistical factors include:

- The number of births in the State.
- The in-migration and out-migration within the State.
- The "persistence" in school throughout grades one to twelve.
- The number of Maryland public and non-public high school graduates likely to continue education.
- The number of Maryland high school graduates likely to continue on to degree-granting institutions and on to non-degree granting institutions.
- The number of high school graduates likely to attend public institutions in Maryland and non-public institutions in Maryland in the fall following graduation.
- The number of high school graduates likely to enter institutions of higher learning in Maryland but not immediately following high school graduation.
- The number of non-Maryland high school graduates likely to attend an institution of higher learning in Maryland.
- The number of Maryland high school graduates likely to attend an institution of higher education outside the State of Maryland.

Non-statistical factors include:

- The impact of new communities such as Columbia in Howard County.
- The socio-economic conditions of the different regions in the State.
- Community, business, and government requirements for skilled manpower.
- Liberalization of tuition loans and scholarships.
- Growth of areas newly accessible because of improved highway facilities.
- The admissions policies of colleges and universities regarding out-of-State students.
- The availability of institutions with programs sought by students.
- The location of institutions of higher learning throughout the State.

Since the latest published projections of Maryland public and non-public school graduates continuing into higher education is contained in the 1962 Curlett Commission Report,<sup>34</sup> it is important to examine those projections in light of the actual numbers available for 1961 to 1964 and in terms of the trends that are now more clearly discernible. An analysis is shown on the following page, (Table 2A).

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<sup>34</sup>op. cit., p. 56



TABLE 2

NUMBER AND PERCENT OF STUDENTS ENROLLED  
IN STATE APPROVED MARYLAND COLLEGES  
AND UNIVERSITIES - FALL, 1964  
BY TYPE AND LEVEL OF INSTITUTION

	Number of Students			Percent	
	Total	Public	Private	Public	Private
<u>Two-Year Colleges</u>					
Full-Time Students	6,885	6,412	473	93.1	6.9
Part-Time Students	<u>4,958</u>	<u>4,905</u>	<u>53</u>	98.9	1.1
Total	11,843	11,317	526	95.6	4.4
<u>Four-Year Colleges</u>					
Undergraduate Only					
Full-Time Students	40,312	27,479	12,833	68.2	31.8
Part-Time Students	<u>21,573</u>	<u>9,811</u>	<u>11,762</u>	45.5	54.5
Total	61,885	37,290	24,595	60.3	39.7
<u>All Institutions</u>					
Full-Time Undergraduates	47,197	33,891	13,306	71.8	28.2
Part-Time Undergraduates	<u>26,531</u>	<u>14,716</u>	<u>11,815</u>	55.5	44.5
Total Undergraduates	73,728	48,607	25,121	65.9	34.1
Total Graduate Students	10,509	6,134	4,375	58.4	41.6
Total Enrollment all Students	84,237	54,741	29,496	65.0	35.0

Source: Based on reports on file at Maryland State Department of Education

TABLE 2(A)

COMPARISON OF ACTUAL AND PROJECTED NUMBERS OF MARYLAND  
HIGH SCHOOL GRADUATES CONTINUING INTO HIGHER EDUCATION  
- FALL SEMESTER - FOLLOWING JUNE GRADUATION

Total High School Graduates				Total Continuing into Higher Education		
YEAR	Projected	Actual*	Percent actual exceeds projected	Projected	Actual*	Percent actual exceeds projected
1961	30,685	30,972	0.9%	10,059	10,719	6.6%
1962	30,302	30,605	1.0%	10,185	10,629	4.3%
1963	31,078	32,892	5.8%	10,703	13,171	23.1%
1964	35,092	39,552	12.7%	12,377	N.A.	

\*Based on data furnished by the Maryland State Department of Education

There are a number of reasons for the increasing variations between actual and projected figures: two important ones are the non-availability of complete data and the ultra-conservative nature of the assumptions. The Advisory Council has not had the time or the resources to make a study in the depth in which it should be made. It does, however, have more recent data and does make multiple assumptions.

Table 3 shows two projections; one based on the assumption that the percentage of Maryland public high school graduates continuing education will increase at the rate of 0.9% each year; and one based on the assumption that the percentage of Maryland public high school graduates continuing education will remain constant although the numbers will of course increase. The two projections serve as a control on each other. The "status quo" projection (column B) provides a base for evaluating the rate of increase in the "adjusted" projection (column A). Because of lack of adequate data, several other assumptions have been made in Table 3: (1) the number of non-public high school graduates will continue to be 15.1% of the number of public high school graduates (based on the average of the last five years); and (2) the percentage of non-public high school graduates continuing into higher education will continue to be 65.4% (the most recent figure).

### *Financing Higher Education*

Table 4 of this report shows the State of Maryland appropriations for operating purposes for higher education for fiscal 1965. This table is presented to indicate the extent of Maryland's "on-going" commitment to higher education. Capital outlay appropriations are not included.

### *Conclusions*

Enrollment projections made by previous commissions have been so consistently conservative that immediate steps must be taken to refine techniques in gathering, reporting, and processing data and in applying projection techniques. It is also essential that there be a complete exchange of enrollment information so that each institution will take into account the ways in which changes in the percentage distributions in enrollments among the community colleges, the State colleges, the University of Maryland, and the private institutions affect each segment of higher education.

A superficial analysis of appropriations and expenditures for higher education could be grossly misleading. A cooperative study of unit costs is urgently needed. This task will not be a simple one. Provision should be made for adequate staff and competent consultants to assist in its accomplishment.



TABLE 3

MARYLAND HIGH SCHOOL GRADUATES CONTINUING INTO  
HIGHER EDUCATION - FALL FOLLOWING  
JUNE GRADUATION: 1960-1980  
PUBLIC AND NON-PUBLIC

	Total High School Graduates	Total Continuing into Higher Education		Percentage Continuing into Higher Education	
(ACTUAL)					
1960	27,525	9,251		33.6	
1961	30,972	10,719		34.6	
1962	30,605	10,629		34.7	
1963	32,892	13,171		40.0	
(PROJECTED)		A	B	A	B
1964	39,552	16,154	15,854	40.8	40.1
1965	47,620	19,737	18,987	41.4	39.9
1966	48,227	20,438	19,338	42.4	40.1
1967	48,802	21,037	19,537	43.1	40.0
1968	48,572	21,367	19,467	44.0	40.1
1969	50,011	22,391	20,041	44.8	40.1
1970	51,335	23,355	20,555	45.5	40.0
1971	53,752	24,862	21,512	46.3	40.0
1972	55,996	26,354	22,404	47.1	40.0
1973	57,953	27,722	23,222	47.8	40.1
1974	58,241	28,297	23,297	48.6	40.0
1975	61,348	30,313	24,563	49.4	40.0
1976	63,478	31,847	25,397	50.2	40.0
1977	65,319	33,304	26,154	51.0	40.0
1978	66,643	34,468	26,668	51.7	40.0
1979	66,183	34,779	26,479	52.5	40.0
1980	64,571	34,440	25,840	53.3	40.1

NOTE: The projections to 1980 have been based on two assumptions:

- (A) The percent of public high school graduates continuing education will continue to increase at the rate it has been increasing.
- (B) The percent of public high school graduates continuing education will remain at the present figure.

In each projection, the percent of non-public high school graduates has been kept constant.

SOURCE: Projected from data on file at Maryland State Department of Education.

TABLE 4

STATE OF MARYLAND  
 APPROPRIATIONS FOR PUBLIC EDUCATION SHOWING ALLOCATION  
 FOR HIGHER EDUCATION OPERATING PURPOSES FOR FISCAL YEAR 1965

Item	General Fund	Special Fund	Federal Fund	Total Funds
Morgan State College	\$ 2,513,118	\$ 1,382,420	\$ 104,131	\$ 3,999,669
Bowie State College	725,697	125,789	--	851,486
Coppin State College	628,073	33,860	--	661,933
Frostburg State College	1,662,283	485,170	--	2,147,453
Salisbury State College	757,133	180,410	--	937,543
Towson State College	2,379,968	604,765	--	2,984,733
St. Mary's College of Maryland	290,166	148,275	--	438,441
University of Maryland and State Board of Agriculture:				
Administration	1,209,496	332,840	--	1,542,336
Libraries	1,145,466	29,160	--	1,174,626
Instruction - College Park	5,902,419	5,372,346	240,856	11,515,621
Instruction - Baltimore	2,809,450	1,154,378	--	3,963,828
University Hospital	4,367,626	5,815,963	--	10,183,589
Research	2,557,256	317,918	559,000	3,434,174
Extension Education	1,777,399	358,999	689,550	2,825,948
Public Services	1,253,609	250,205	24,500	1,528,314
Physical Plant Maintenance and Operation	5,188,150	419,038	--	5,607,188
Student Services	575,017	202,330	--	777,347
General Expenses	403,696	92,750	--	496,446
Maryland State College of Princess Anne	796,342	354,384	32,844	1,183,570
Baltimore County Branch	66,615	--	--	66,615
State Aided Institutions of Higher Learning included in Appropriations to State Department of Education: *				
Junior Colleges	1,512,225	--	--	1,512,225
Johns Hopkins University	210,000	--	--	210,000
Maryland Institute	25,000	--	--	25,000
St. Johns College	80,000	--	--	80,000
Washington College	100,000	--	--	100,000
Western Maryland College	100,000	--	--	100,000
Hood College	100,000	--	--	100,000
Peabody Institute of the City of Baltimore	35,000	--	--	35,000
State Scholarship Board	608,023	--	--	608,023
Board of Trustees-State Colleges	70,259	--	--	70,259
Advisory Council for Higher Education	36,117	--	--	36,117
Sub-Total	\$ 39,885,603	\$17,661,000	\$1,650,881	\$ 59,197,484
Other Public Education	150,882,493	675,000	8,182,761	159,740,254
TOTAL	\$190,768,096	\$18,336,000	\$9,833,642	\$218,937,738

\*Includes only the State Aided Educational Institutions of Higher Learning in the Appropriations to the State Department of Education

SOURCE: Fiscal Digest of the State of Maryland for the Fiscal Year 1965

## CHAPTER IV

### THE DEVELOPMENT OF A MASTER PLAN

A recognition of the growing demand for college education in Maryland, a review of recommendations made in previous studies, and an examination of the statistical evidence provide background for the development of a Master Plan of higher education in our State. What is needed now is a plan of action to develop that Master Plan. This chapter deals with some of the ways in which the Council plans to meet the responsibilities delegated to it by the Governor and Legislature.

It is inevitable that Maryland's institutions of higher learning will have to turn away from their doors, thousands of eligible high school graduates annually, unless immediate consideration is given to the construction of additional facilities and the increased utilization of existing ones. It is also inevitable that piece-meal approaches to the expansion of higher education in our state will result in a patchwork program. There are a number of dimensions as well as levels of education as shown in figure 2 that need to be taken into account, and it is important that we focus on total needs before we consider specific expansions in programs or locations of any institutions. Undoubtedly, all four segments of higher education will expand - the University, the State colleges, the community junior colleges and the private institutions. The question is not "whether", but "when", "to what extent," and "for what purpose;" however there are a number of other questions which must be answered first. These questions involve matters of policy, priorities and inter-relationships.

#### *Some Considerations Basic to Planning*

In considering the ways in which the public institutions of higher learning in Maryland should expand in terms of size, location, facilities, and program offerings, the State must take a position on a number of important matters. The following list is by no means exhaustive but it will serve to indicate the kinds of questions that are in the minds of many people:

1. What are the specific needs to be met by the institutions of higher learning in Maryland? Are these all state-wide needs or are there different needs in various parts of the State? If so, what are the regional needs?

Figure 2

LEVELS OF EDUCATIONAL NEED  
IN OUR MODERN ECONOMY

- TOP LEVEL -

GRADUATE SCHOOLS

Doctorates ... in all fields  
Masters ... in all fields

For advance academic studies for graduates of 4 year colleges.

PROFESSIONAL SCHOOLS

Doctors - M.D., D.D. etc.  
Lawyers - LL.M., etc.  
Engineers - M.E., etc.  
Business - M.B.A., etc.

For advanced professional studies for qualified graduates of pre-programs.

EXECUTIVE DEVELOPMENT

Harvard Program  
American Management Association Programs  
Graduate School Program

For executives who want to increase their administrative knowledge.

- MIDDLE LEVEL -

4 YEAR COLLEGES

Liberal Arts - A.B., B.A.  
Education - B.A., B.S.  
Social Studies - B.A., B.S.  
Business - B.S.

For qualified H.S. and Junior College graduates who want general or specialized education.

COLLEGIATE PROFESSIONAL SCHOOLS

C.P.A. Accounting  
LL.B. Law  
Engineering - B.E., etc.  
Pre-Law, Pre-Med., etc.

For qualified H.S. and Junior College Graduates who want professional education qualifying for professional career.

ADULT EDUCATION

Continuing Education  
Upgrading Courses  
In-Plant Programs  
Extension Programs

For qualified persons desiring upgrading or greater knowledge or evening degree program.

- FIRST LEVEL -

2 YEAR JUNIOR COLLEGES

Academic programs in all fields for A.A. and Certificate

Terminal Programs in many fields for A.A. and Certificate.

For H.S. graduates who  
1 - desire only two years of college work.  
2 - have poor H.S. grades and want to see if they can do college work before applying to a 4 Year College  
3 - those who desire some specialized training in a specific field, not at professional level.

TECHNICAL SCHOOLS

Electronic technician  
Auto and Aircraft Mechanic  
Draftsman  
Commercial Artist, etc.  
Junior Engineer  
Dental Technician  
Laboratory Technician

For H.S. graduates who want specialized training in a specific career field at the technician level with an Associate degree.

COMMERCIAL SCHOOLS

Secretarial Program  
Industry Programs such as as A.I.B., etc.  
Bookkeeping  
Home Study Courses such as I.C.S.,  
Extension Courses

For H.S. and in some cases, non H.S. graduates, who want specialized training in a specific field but are not interested in a degree, but would like certification of achievement.

2. What are the distinctive contributions that the community junior colleges, state colleges, University of Maryland, and the private colleges make to our society?
3. Are new kinds of institutions needed to meet the new demands of our society? If so, what will be the nature of these institutions and how will they relate to existing ones?
4. What is the most efficient and economical means of meeting the different higher educational needs throughout the State?
5. How available should institutions of higher learning be to essentially all the people in the State? Should there be a 2 Year institution within commuting distance of essentially everyone? Should there be a 4 Year institution within commuting distance of essentially everyone?
6. What channels of communication should be provided so that institutions of higher learning will become more sensitive to the needs of business, industry and government, and so that the community will become more aware of higher education programs and plans?
7. What should be the extent of the State's total commitment of financial support to higher education?
8. What should be the relative emphasis given to support of the community colleges, State colleges, and the State University?
9. To what extent should the State take into account the contributions made by the private institutions of higher learning?
10. Among the various public institutions of higher learning, what should be the relative support given by the State to undergraduate and graduate programs?
11. To what extent should the student himself contribute toward the cost of his education beyond high school?
12. To what extent should students financially unable to meet tuition costs be given scholarships or granted loans?



13. What factors should be taken into account in determining tuition charges for various levels of higher education? What should be the relationship in tuition charges among various public institutions for similar programs? Between public and private institutions?
14. To what extent should dormitories, food services, and other non-tuition expenses be subsidized by the State? If items such as room and board are partly subsidized by the State, how should the charge to the student be related to the cost of a student's living at home? Should there be exceptions? If the State does not subsidize room and board for all resident students, should it provide scholarships or grants for this purpose to those who cannot pay the cost?
15. To what extent does the State have an obligation to provide, at State expense, education for teachers and others whose services are essential to the preservation and well-being of the State?

The above questions have been discussed either publicly or privately by many people over a number of years. It is apparent, however, that there has never been a sufficiently massive and coordinated approach to the solution of the problems posed in the above questions, for, as Governor J. Millard Tawes stated in his message appointing the present Advisory Council members, "suggestions to achieve solutions have been varied and controversial."

The Advisory Council recognizes that time has come for doing more than reiterating platitudes and guiding principles. The Master Plan must contain concrete suggestions for implementing a program based upon those guiding principles. Much of the know-how for developing a plan is available within our own State, and there is every indication that qualified representative persons are willing to work together on appropriate committees to assist in the formulation of a Master Plan for higher education in Maryland.

## THE ESTABLISHMENT OF COMMITTEES

The Council proposes to establish three kinds of committees to assist it in carrying out its legal responsibility: policy, data and special committees. These committees should not be too large in number, nor should they be too large in membership - at least for the first year. Representation on the committees should be in terms of the special responsibilities, interests, and competences of the members. In order to be broadly representative, these policy and data committees should be made up of citizen groups, private and public employers, business people, school administrators, faculty members, board members, government personnel, legislators, and representatives from appropriate lay and professional organizations. It must be borne in mind that the function of these committees and the Advisory Council itself will be solely to provide study, information, and advice.

The Advisory Council plans to establish, in the very near future, the committees indicated below. Other committees will be established, if necessary.

### *POLICY COMMITTEES*

#### *Policy Committee on Role and Scope of Institutions*

This committee will review existing statements of role and scope of the community colleges, State colleges, University of Maryland, and the private colleges. It will consider such matters as the institutions which should provide advanced degrees, the institutions which should offer specialized programs and professional programs, the need for new kinds of institutions, and the emphasis on programs needed in various sections of the State. This committee will not only assist in the definition of the roles of institutions, but on the scope of programs within the institutions. For instance, it should consider whether or not the scope of an institution whose role is teacher education should include preparation of elementary teachers, specialists in elementary education, guidance counselors, secondary school teachers, junior college teachers, college professors, etc

#### *Policy Committee on Support of Higher Education*

This committee will be concerned with such matters as the State's responsibility to finance higher education, the

ability of the State in relation to the needs of higher education, other sources of support, the relative amount of support for the different levels and programs of higher education, etc.

## DATA COMMITTEES

### *Data Committee On Enrollment Projections*

This committee will be concerned with gathering data on numbers of residents, births, in-migration, out-migration, population characteristics, persistence in school, socio-economic characteristics, post-high plans of students, the impact of continuing education of adults, and other trends which affect potential college enrollments.

### *Data Committee on Institutional Facilities*

This committee will be concerned with gathering data and keeping current such matters as institutional capacities, relationship of curricular emphasis to facility needs, increased utilization of space, effects of using electronic equipment for preparation of schedules, and the effect on capacity of trimester and four-quarter plans, etc.

### *Data Committee on Instructional Practices*

This committee will be concerned with gathering data on some of the new practices, particularly the use of educational television and other new media, independent study, inter-disciplinary approaches, inter-institutional sharing of faculty, etc.

### *Data Committee on Costs of Public Higher Education*

This committee will be concerned with gathering data on such items as unit costs for various levels and programs of the institutions of higher learning within the State, the various charges made for tuition and other purposes throughout the State, and the ways in which costs in Maryland relate to those in other states, etc.

## SPECIAL COMMITTEES

It is readily apparent to those who have been concerned with any one of the areas referred to in the above listing of data committees



that the information required by any one committee is also required by at least one other committee. For instance, costs cannot be considered very well without knowing the number of students, differences in costs cannot be analyzed meaningfully unless there is information about faculty rank, salary schedules, and class size. A committee concerned with data itself is needed.

### *Special Committee on Reporting Practices and Data Processing*

One of the Council's priority items will be to establish a special committee of those concerned with data gathering and processing. This committee should utilize the knowledge of specialists and consultants who are expert in data gathering techniques and processing procedures to assist in developing a basic education data system for higher education in Maryland. To the fullest extent possible, this committee should work with the U.S. Office of Education, the National Education Association, the American Council on Education, the Southern Regional Education Board, and other groups which are also concerned with this matter so that Maryland will not only be able to compare data within the state, but will be able to compare its data with those of other states.

Under present procedures for securing information, questionnaires are usually designed for a particular purpose. A considerable duplication in effort is involved in responding to questionnaires which have limited use when they are not part of a total system of information. It will be the function of this committee to work with the institutions and agencies within the State to develop a "system" of data gathering so that the data collected from different sources will be compatible.

### *Special Committee on Community Viewpoint*

One of the Council's basic beliefs is that the educational needs of the individual and the community are best served when there is a continuing partnership between citizen groups and the professional educators and that the nurturing of this partnership should not be left to chance to emerge only in times of crisis. It will be the function of this committee to work with the Advisory Council in providing a channel of communication so that the community will have a forum for expressing their viewpoint and needs, and the educators will have an additional

focal point as they attempt to keep the community informed on the progress and problems in higher education.

## THE FORMULATION OF THE MASTER PLAN

Without exception, every group with which the Council has come in contact, has stressed the importance of taking the necessary time for the "thoughtful study and deliberation" which the Governor has requested, keeping in mind that the Council is concerned with long-range planning. The Council believes that the plan of action proposed herein will provide the best possible way of giving the thoughtful study and deliberation essential to long-range planning and development of a Master Plan. The speed with which the Master Plan itself is formulated will depend upon the complexity of the issues to be resolved, the amount of staff and resources available to do the job, and the cooperation of those with whom the Council will work. The Council is already proceeding along these lines and is extremely gratified with the response it has received from the first committee appointed, The Special Committee on Community Viewpoint.

## CHAPTER V

### RECOMMENDATIONS ON SOME IMMEDIATE PROBLEMS

There have been a number of "explosions" in recent years that have had, and will continue to have, a profound impact on our way of life. Of special concern in our planning for higher education, are the "explosion of population" and the "explosion of knowledge" and two satellites of the latter, the "explosion in the communication of knowledge" and the "explosion in the application of knowledge." More students will require more knowledge over more years.

#### *The Explosion of Population*

Certain facts are quite clear and do not require a statistician to analyze them. All one has to do is read. The number of high school graduates has been increasing inexorably during the past ten years. This year, approximately 47,000 boys and girls will graduate from Maryland high schools - an increase of approximately 8,000 over the preceding year. It is not too difficult to look a little bit into the future. Our young people who will be of college age in 1975 - just ten years from now - are already in school. The 1980 college freshman is already born. The most conservative estimates of the number of Maryland high school graduates continuing into higher education indicate that the number will increase by at least 8,500 students within the next ten years. More realistic projections indicate an increase in excess of 10,500 Maryland students going on to a degree granting institution in the next ten years.

#### *The Explosion of Knowledge*

The impact of the increase in the store of knowledge and its communication and application may, in the long run, be even more significant than the impact of increasing numbers of students. This point is made in a number of recent reports and publications:

"A static society can exchange, with relatively little effort, its small store of knowledge, but a rapidly changing society needs to organize a vast daily flood of communication, most of which is not specifically calculated to advance any productive process. This stream of communication is an essential part of the modern environment; without it, civilization would cease to breathe." 35

35 Gilbert Burck, "Knowledge: The Biggest Growth Industry of Them All," Fortune, November, 1964, p. 128

"The major problem that now faces educational communication is based on the knowledge explosion. Prior to 1940 it was believed that knowledge was doubling itself in volume every fifty years. . . . However, this assumption proved to be incorrect. As a result of the development of computers, and the growth of the matrix of science, by 1950 it was estimated that knowledge was doubling in volume every ten years. In the 1960s the rate has been accelerated to doubling every seven." <sup>36</sup>

"A.C. Monteith, an official of Westinghouse Corporation, has picturesquely described the consequence of such rapid growth of new knowledge by saying that a graduate engineer now has a half-life of about ten years. That is, about half of what he has learned will be obsolete in a decade. Monteith adds that half of what that same engineer will need to know ten years from now is not available to him today. Modify the proportions however you will, depending on the field, and the general conclusion remains the same." <sup>37</sup>

"It takes no special insight to spotlight our educational processes and philosophy as the major cause of the sputter in our social engine. We are still operating as though a person can acquire in the first twenty years or so of his life all the formal education he needs to keep him on an ascending career line through the remaining forty years or so of his working life. But the fact is that the clock starts running down the moment a young man or woman steps down from the commencement platform, be it college or high school." <sup>38</sup>

"Education today can be meaningful only if we accept that it must be a life-long process. . . . We live in a time of change and we will survive only if we recognize that we must alter our institutions to meet this change." <sup>39</sup>

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<sup>36</sup>George G. Mallinson, "Will Books Become Obsolete?" School Science and Mathematics, May, 1964, p. 404

<sup>37</sup>Neil W. Chamberlain, "Retooling the Mind," Atlantic Monthly, September, 1964, p. 48

<sup>38</sup>*Ibid*, p. 49

<sup>39</sup>Robert Theobald, The Challenge of Abundance, Mentor Paperback #395, 1961, pp. 19, 23

## *Consideration of Some Immediate Problems*

As pointed out in the previous chapter, the Council recognizes that to seek answers to questions being raised by lay and professional groups will require a sustained, massive, cooperative approach by competent persons interested in and affected by plans for the expansion of higher education in Maryland. However, the Council feels that it should make some recommendations at this time on a number of matters which have been brought to its attention. These recommendations are made in the belief that they are consistent with the criteria set forth in Chapter II and do not violate the concept of a Master Plan.

The Council wishes it to be understood that its recommendations are being made in terms of the information that it has available at this time, and that those recommendations which call for further study, should not be construed as representing a negative viewpoint concerning the desirability of supporting or expanding facilities or programs.

### RECOMMENDATIONS

#### *Expansion of Existing Facilities*

1. It is recommended that the Legislature give its full support to the capital improvement items for the expansion of existing higher education facilities, as contained in the Governor's Capital Improvement Budget for Fiscal 1966.

This recommendation is made in the belief that the present and potential enrollments in Maryland are so great that every existing campus could expand within the limits proposed in the Governor's Budget without being larger than necessary even if additional institutions are established.

#### *Support of Current Operating Costs*

2. It is recommended that the entire amount contained in the Governor's Budget for operating purposes in State-supported institutions of higher learning be approved as submitted.

It is the Council's understanding that increases represented in this part of the budget are due chiefly to increased enrollments and adjustments in salary schedule, both of which requests are justifiable in terms of the criteria proposed by the Council.



## *Support and Expansion of Graduate Programs*

3. It is recommended that additional financial support for graduate programs in state-supported institutions of higher learning be limited this year to those additional programs which are not now being offered by any institution in Maryland and for which there is an immediate urgent need.

The five former teachers colleges have been expanding in line with their new status as State Colleges. In view of the tremendously fast growing enrollment in higher education the State Colleges have a most important part to play in the development of higher education in this state. All of these are rapidly developing full programs in the arts and sciences and several of them have been operating for a number of years a limited program of graduate work. Requests from teachers in the field and from school officials give strong indication that several of these colleges should be encouraged to expand their graduate programs. The recent change in state certification requiring essentially that any career teacher achieve a masters degree or the equivalent, brings a sense of urgency to the situation that did not exist five years ago.

In considering their role in the future, the state colleges have been keenly aware that there are not sufficient programs in the state in various special fields to supply the needs of the public schools. It is important that those responsible for the financing of higher education realize that there are programs that should be introduced in the near future in order to provide the professional personnel that are sorely needed in the State at the present time. The Council at this time is not recommending expansion of these programs solely because there has not been time to review each of the programs and judge the necessity of its existence or expansion.

### *Expansion of the University of Maryland*

4. It is recommended that the only additional center of the University of Maryland at this time be the one approved for the Catonsville area.

The information presently available to the Council indicates that the number of high school graduates on the Eastern Shore, in Southern Maryland, and in Western Maryland, is not sufficient to provide a minimum enrollment of 1000 students in the next few years without the addition of dormitory facilities. The Council also feels that there should be further consideration given to the

programs to be offered by an institution serving only particular areas of the State and to the distinction between a large university center with suitable resources for offering an adequate program, and small university branches which might not be able to offer all of the programs needed in a given area. It may well be that further study will show the desirability in the near future for establishing branches of the University devoted primarily to the particular needs of the community for upper level and graduate work to supplement the offerings of other kinds of institutions designed to meet immediate post-high school needs.

### *Expansion and Support of the Community Junior Colleges*

5. It is recommended that the State enact legislation for the establishment of community colleges - technical vocational education centers on a regional basis in those sections of the State where the potential enrollment in any one county is insufficient to enable it to meet standards for efficient operation.
6. It is recommended that the State increase its support for operating expenses of the community junior colleges to an amount per equivalent full-time student that will maintain the State's one-third share of an approved expenditure level.
7. It is recommended that a study be conducted by the appropriate State authorities to explore the possibility of developing a formula for the support of the community junior colleges that will take into account the varying financial abilities of the local units, so that each local unit or region will be able to provide the same quality program in its community junior college in terms of expenditure per student as any other local unit provided it makes the same local tax effort and charges the same tuition.

It is generally recognized that a community college meets several needs not met by any other kind of institution. It is also worth noting that the establishment of community colleges in Maryland has not adversely affected the growth of other institutions of higher learning. As a matter of fact, the establishment of a local community junior college could help stimulate the need for the establishment of a four year institution in the same area by creating a demand for junior and senior year offerings and for graduate work.



The Council feels that the State should encourage local initiative so that additional community junior colleges will be provided where the needs exist either because of enrollment pressures or because of the lack of an institution of higher learning within commuting distance. This encouragement should take two forms: (a) to make regional cooperation more attractive, and (b) to assure the local units that the State will continue to maintain its share of the community college operating costs as expenditure levels increase and local abilities vary.

The Council recognizes the need for a study of the coordination among the community junior colleges. There are problems involving duplication of specialized courses, problems in providing vocational and technical courses, problems of accrediting institutions, opportunities for exchange of faculty, opportunities for sharing specialized facilities such as libraries, shop facilities, and laboratories, and opportunities for exchanging basic data in more depth than at present. The Council feels that such a study should be made immediately by the existing state and local authorities responsible for the community colleges and the Advisory Council so that sound recommendations for the expansion, support, and coordination of these institutions may be included in the Master Plan.

## APPENDIX I

### A CODIFICATION OF REPRESENTATIVE IDEAS AND RECOMMENDATIONS CONTAINED IN PREVIOUS REPORTS

This appendix includes a sampling of representative statements from nine reports on higher education in Maryland published between 1921 and 1964. The statements quoted were either recommendations put forth by the commissions or summary ideas and descriptions in the body of the reports.

The codification has been organized in the following manner:

- I. Facilities for Higher Education: Plans, Programs, and Plant.
  - A. General
  - B. The University of Maryland
  - C. Other Four-Year Institutions
  - D. Two-Year Colleges
- II. Public Financial Support of Higher Education
  - A. General
  - B. Support of Privately Controlled Institutions
  - C. Support of Publicly Controlled Institutions
  - D. State Financial Support for Students
- III. Organization of Public Higher Education
  - A. The Structure of State Controls
  - B. The Role of an Advisory Commission
- IV. Programs in Higher Education
  - A. General
  - B. University of Maryland
  - C. Other four-year institutions
  - D. Two-year institutions
- V. Scope of Higher Education
- VI. Staff of Higher Education Institutions
- VII. Students in Higher Education in Maryland

The quotations are presented chronologically. This order serves to emphasize both continuity and change. A reading of the

nine reports shows the vast change in the extent of the commitment to public higher education in the last 45 years.

In addition to the nine reports from which quotations are given herein, two other reports (numbers 10 and 11), which dealt with specific problems, are included for bibliographical purposes only and have not been quoted herein. The quotations are identified in this appendix by the name of the chairman of the commission which issued the report, the year the report was issued, and the page from which the quotation was taken.

The eleven reports used for this appendix are:

1. General Education Board, State-Aided Colleges in Maryland: Report of the General Education Board, New York, to the Governor of Maryland. October 4, 1921, (Abraham Flexner, Chairman) 59 pages.
2. State of Maryland College Commission, College Commission Report to the Hon. Albert C. Ritchie, Governor, on State-Aided Colleges. January 5, 1924. (Stuart S. Janney, Chairman) 19 pages.
3. Maryland Commission on Higher Education, Report to the Governor and the General Assembly. January, 1931. (George M. Shriver, Chairman) 142 pages.
4. American Council on Education, Higher Education in Maryland: A Report of a Survey by the American Council on Education with Recommendations of the Maryland Commission on Higher Education. 1947 (William L. Marbury, Commission Chairman) xix-384 pages.
5. Commission to Study the Needs of Higher Education in Maryland. The Needs of Higher Education in Maryland. 1955. (Thomas G. Pullen, Jr., Chairman) 127 pages.
6. Governor's Commission to Study the Problem of Expansion of the University of Maryland. A Plan for Expanding the University of Maryland. February, 1960. (Edwin Warfield, III, Chairman) xiii-44 pages.
7. Maryland State Board of Education, A Program for Progress in Higher Education in Maryland, May, 1960. (Jerome Framptom, Jr., President of the Board) 55 pages.

8. Commission for the Expansion of Public Higher Education in Maryland, Public Higher Education in Maryland, 1961-1975. June, 1962 (John N. Curlett, Chairman) 69 pages.
9. Advisory Council for Higher Education. The Roles of the Higher Educational Institutions in Maryland. February, 1964. (James P. Casbarian, Chairman) 9 pages.
10. Maryland Commission to Study Public Education and Finances, Report of Maryland Commission to Study Public Education and Finances to Theodore R. McKeldin, Governor of Maryland; the Legislative Council of Maryland; the General Assembly of Maryland. November, 1952 (Harry J. Green, Chairman) 122 pages.
11. Maryland State Department of Education, Teacher Education in Maryland: Report of the Committee to Study Teacher Education in Maryland. December, 1953 (John J. Seidel, Chairman) 47 pages.

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# I. Facilities for Higher Education: Plans, Programs, and Plant.

## A. General

1. "Always forward-looking in the matter of education, the State of Maryland should continue its policy of maintaining a liberal attitude towards the institutions of higher learning. to the end that, so far as practicable, every citizen desiring to do so may be afforded the opportunity of acquiring a higher education."

(Shriver, 1931, p. 9.)

2. "Whatever forecasts may be made on the basis of the present ability of the economic order to absorb professionally trained people, the results are likely to be too conservative. As the number of well-prepared positions increases, the needs for the services of such people seem as a general rule to increase even more rapidly. The general conclusion may be drawn that within the limits of any provision which the State of Maryland is likely to make for higher education there is little likelihood of any significant overproduction."

(Marbury, 1947, p. 57.)

3. "In view of the fact that college enrollment in Maryland will double between now and 1970, it is a foregone conclusion that there must be a rapid and vast expansion of facilities for higher education."

(Pullen, 1955, p. 99.)

4. "While every capable student in Maryland should have an opportunity to obtain a high-quality education at a public college or university, this does not mean that every student should receive his education at the same kind of institution. Some students will find their needs best satisfied by a two-year terminal program at one of the community colleges, others may wish to carry their education through the four-year level at a state institution, or even to the highest level of professional training at the University of Maryland. From the point of view of the state as well as the student, it will be most efficient and economical if Maryland maintains a variety of institutions to meet these diverse needs."

(Curlett, 1962, p. 41.)

#### B. The University of Maryland

5. "These courses" (in Agriculture and related Mechanic Arts) are of a nature not usually carried on by private institutions; they are of great importance and are properly supported at State expense. We recommend a continuance of this support. It will also be advisable to continue at the University such courses of a cultural nature as may be advisable for the proper education along general lines of students attending the agricultural courses, but the basis of State appropriations should be primarily for agricultural purposes.

(Janney, 1924, p. 9)

6. "The Commission is of the opinion that, notwithstanding the able assistance rendered by the several important privately conducted colleges for the provision of higher education, the economic welfare and social upbuilding of the State points to the importance of adopting a policy and formulating definite plans under which the University of Maryland may be developed and placed on a high standard of efficiency through the provision of needed physical facilities and a well-sustained faculty and teaching body."

(Shriver, 1931, pp 9-10)



7. "It is with great reluctance that your Commission has reached the conclusion that further expansion of the University of Maryland will be necessary in the future. Aside from the increased burden on the taxpayers, which we deplore, the further growth of the University carries with it dangers which cannot be lightly dismissed."

(Marbury, 1947, p. 355)

8. "The Governor's Commission respectfully submits the following recommendations for expansion of the University of Maryland: That the principal plan for expansion of undergraduate instruction during the next fifteen years be directed toward making higher education available in those regions where there are a sufficient number of high school graduates who will become qualified students desiring to attend the University and who are sufficiently distant from College Park for commuting to be impracticable, and that this development be phased to maintain as reasonable a spread in the requests for capital improvements and increases in annual operating budgets as is consistent with the growth in enrollments.

#### First Phase

The State Teachers Colleges at Towson, Frostburg, and Salisbury should be converted to centers of the University of Maryland and expanded as the first phase of this plan because of their excellent geographical locations for the equalization of educational opportunity in Maryland. As soon as practicable a detailed study of each of these colleges should be made with the following objectives: that emphasis be continued on the preparation of elementary teachers; that courses be offered leading to the Bachelor of Arts and Bachelor of Science degrees within selected curricula; that courses be offered permitting a student to take the first two years in preparation for transfer to the other specialized curricula available at College Park.

#### Second Phase

When Phase I has progressed satisfactorily, a University center for commuting students should be established to serve each of the following areas: Washington and Frederick counties, Central Eastern Shore, and Southern Maryland. Following the development of the

necessary plans for Phase I, attention should be given to the selection of the best location within each of these additional regions for the development of a University center."

(Warfield, 1960, pp 23-24)

9. "In summary, the University provides such direct service to society as is consistent with full and proper use of the faculties and facilities that are assembled and maintained for the integrated roles of instruction, research and service."

(Casbarian, 1964, p. 3)

#### C. Other Four Year Institutions.

10. "One or two of the state-aided colleges have some neat and fairly well-equipped buildings, but for the most part the plants are either inadequate or obsolete. A cursory examination would show dormitories poorly equipped, libraries ill supplied with books, and laboratories inadequate from almost every point of view. To make these colleges or many of these colleges highly efficient institutions would require increased annual income and very largely increased investment in buildings and equipment."

(Flexner, 1921, p. 20)

11. "If it develops that these (state aided) colleges will be unable to balance their budgets without State aid, then consideration may well be given to some other plan of operation . . . .

"The Commission recommends the continuation of the present annual appropriations for the two years, 1931 and 1932, during which time a more complete study should be made of the requirements and possibilities of these colleges and schools."

(Shriver, 1931, p. 23)

12. "The Commission is advised that, notwithstanding the better conditions growing out of the improvements in the State Normal Schools, the teaching staff from this source still falls short of meeting the requirements in the public schools of the State.

"Some of the educators consulted expressed the view that the normal school pupils fail of an adequate training in that the course is of only two years duration,



whereas it is felt that the course should cover a three-year period. The Commission is also of the opinion that the curricula of the various State-aided colleges that contribute extensively to the teaching staff in the State public schools should be reviewed by competent authority, with a view to seeing that the best possible basis for such training may be available to those attending these colleges who anticipate the adoption of teaching as a profession."

(Shriver, 1931, p. 35)

13. A summary of the future prospects for college enrollments indicates that preparation needs to be made immediately for continued increases in the number of students accommodated in American institutions of higher education. Institutions during the summer and autumn of 1946 strained their resources beyond anything they ever dreamed was possible in order to care for the unprecedented demand for college attendance. That the institutions will have to continue to increase their already strained resources is clear. That Maryland institutions will share this general trend in enrollments also seems clear. In fact, because this state has, in the past, lagged somewhat behind other states in the provision of higher education, it may be confidently expected that, if proper facilities are provided, the increases in the demand for higher education in Maryland will outstrip those of the country as a whole."

(Marbury, 1947, pp. 43-44.)

14. "A reasonable share of Maryland's needs for additional facilities for higher education will, of course, be supplied by the private institutions of higher learning. Similarly such public institutions as the University of Maryland, Morgan State College, and Maryland State College can be expected to accommodate increasingly larger student bodies. However, if the State is to make opportunities for higher learning available at reasonable cost to all qualified young people, a very substantial share of the additional enrollment will have to be borne by the institutions directly encompassed in the program, the State teachers colleges and the junior colleges."

(Frampton, 1960, p. 1)

15. "In the final analysis the system of public higher education in Maryland must serve a wide range of interests. It should, in the first place, satisfy the aspirations of students themselves, for liberal arts and for vocational education, as well as for advanced training in professional or other careers. To fulfill this requirement, public institutions of higher education should be located throughout the state, available to students at reasonable cost, and operated so as to obtain a maximum return to the state from a qualitative as well as a quantitative point of view. It is an obligation the community owes to its young people--and an investment from which it will obtain a rich return in the years to come."

(Curlett, 1962, p. 16)

16. "The conversion of the state teachers colleges into full-fledged liberal arts institutions should be completed as rapidly as possible. This will enable these schools to broaden their services to the community, and it will at the same time enhance their effectiveness as teacher education institutions, since this conversion will further enrich and diversify the curriculum to which prospective teachers are exposed . . . .

"Finally, all institutions . . . . should do everything they can, consistent with the maintenance of academic standards, to insure that maximum use is made of existing facilities, so that as many students as possible are accommodated in the state's educational system."

(Curlett, 1962, pp. 40-41)

#### D. Two Year Colleges.

17. "With a minimum of State aid these (state aided) colleges might render useful service in the State plan of higher education by relieving the State University of some of the students in the freshman and sophomore years. This would require a close and effective relationship with the State University whereby certain courses of study could be jointly arranged so as to permit students to transfer to the junior year in the University on the same terms as if they had taken their first two years in the University."

(Shriver, 1931, p. 23)

18. "Your Commission strongly recommends the establishment, at the earliest feasible moment, of junior college units in association or integration with selected high schools located in Baltimore City and in the counties. . . "

"In order to encourage such a program, we think the junior college units should share in basic state aid just as do the lower schools."

(Marbury, 1947, pp. 353-354)

19. "The community college is typically a local center for higher education, serving commuting students of varying ages, with day and evening programs adapted to individual and community needs. It has proved its value in many states as an economical and effective way of meeting the rising demand for post-high-school education."

(Pullen, 1955, p. 100)

20. "The community colleges in Maryland can perform similar functions --- singling out students with a definite interest in further undergraduate and even graduate education and sending them on to some other public or private institution, while providing other students who need a two-year terminal program with training in general, and technical education which will equip them for both democratic citizenship and a productive role in the economy."

(Curlett, 1962, pp. 40-41)

21. "While the community colleges are local institutions with local boards of trustees and are organized primarily to meet local needs; nevertheless, their planning should be such that significance would be given to the State requirements as well. This is necessary if there is to be a State plan of community colleges."

(Casbarian, 1964, p. 8)

## II. Public Financial Support of Higher Education

### A. General

22. "The work of the Board should be directed to assisting the smaller colleges to stand on their own feet and to maintain approved standards of education, but should not stunt private initiative and enterprise by too liberal State aid and, if after a reasonable time, the

the standards maintained or the facilities afforded by any one institution do not seem to justify State support, this should be withdrawn."

(Janney, 1924, p. 18)

23. "It is recommended that sufficient State financial aid be given to all publicly operated institutions of higher education so that present public institutions and those to be established may maintain an effective level of operation, strengthen existing programs, and develop new ones required to meet emergent needs."

(Pullen, 1955, p. 105)

24. "The Commission reasons that if educational facilities are geographically located so that larger proportions of the student bodies in publicly controlled institutions can commute, there will be a corresponding saving in the annual operating costs as well as those cited for the provision of capital improvements."

(Warfield, 1960, p. 21)

#### B. Support of Privately Controlled Institutions.

25. "The preceding account makes it clear that the State lacks a uniform policy, for it gives money to different institutions on different conditions, both financial and educational, and it lacks a system of accounting and supervision which would enable it to know how its money is used."

(Flexner, 1921, pp. 24-25)

26. "It would seem that with careful readjustment in curriculum to meet particular requirements the opportunity will offer to build up a student body independent of State scholarships, and with a continued effort to build up endowment funds, the schools may become self-sustaining. Meantime, it will be necessary for the State to continue appropriations, which, as the present scholarships expire, should be gradually reduced over a period of years."

(Shriver, 1931, p. 23)

27. "At this point it may be well to emphasize the distinction between a scholarship program and a program of state aid to privately controlled institutions. It seems to your Commission that a subsidy is one thing and a

scholarship another. One should be designed primarily to aid the institution, the other to help the student."

(Marbury, 1947, p. 368)

28. "The state has long shown its appreciation of the importance of private colleges and universities by such measures as the establishment of a system of state scholarships for attendance at these institutions as well as through generous appropriations for the construction of laboratory and other facilities on private campuses."

(Curlett, 1962, p. 16)

### C. Support of Publicly Controlled Institutions

29. "The subject of cooperation and unification continued to be agitated, and further steps were taken in 1916, when the Maryland College of Agriculture, a private or semi-private institution which was receiving federal funds, was taken over by the State and was made a State institution. This college, situated thirty miles from Baltimore, with the School of Medicine, the School of Pharmacy, and the Law School, located in Baltimore, now constitutes the University of Maryland . . . .

"The present situation is therefore as follows: The State of Maryland, through a Board of Regents appointed by the Governor, controls the University of Maryland. The Board consists of nine members with limited tenure. Appropriations are made for specific purposes in the budget plan."

(Flexner, 1921, p. 12)

30. "The State's appropriation for the three normal schools referred to (Towson, Frostburg, and Salisbury), for the fiscal year ended September 30, 1929, was \$363,387; the average cost per student to the State, combining the teaching and dormitory expenditures, was approximately \$400."

(Shriver, 1931, p. 33)

31. "Capital improvement costs for the development of educational facilities and annual expenditures for operation of a higher educational center are directly affected by the size of the institution and by the



proportion of students who require dormitory facilities provided by the State and those who commute.

"In reviewing the annual operating expenditures anticipated for the instructional programs in institutions of various size, the Commission concluded that the curricula offered and the presence or absence of graduate or other specialized training programs had an important bearing on the average annual expenditures necessary for the instruction of each student. It found, from examination of the costs in Maryland publicly controlled institutions, that institutions of less than 1,000 student enrollment tended to have higher annual operating costs per student than the larger institutions."

(Warfield, 1960, p. 25, p. 22)

32. "The cost of operating community colleges is borne jointly by the student, the local school unit and the state. Beginning in July, 1963, the state will supply up to \$225 per student toward the cost of administering a community college, which is expected to run from \$600 to \$700 per student."

(Curlett, 1962, p. 39)

#### D. State Financial Support for Students

33. "The funds of the State of Maryland should not be used for the purpose of giving free education to any non-resident of the State of Maryland . . . . This principle should not be interpreted as requiring the institution to charge the full pro rata cost of education, but a reasonable and substantial charge should be made."

(Janney, 1924, pp. 16-17)

34. "No State money should be used directly or indirectly to pay the cost of food, lodging and similar expenses, in part or whole, of any student."

(Janney, 1924, p. 16)

35. "We recommend that in substitution for the entire scholarship system as now established, the State appropriate for the use of a permanent college commission the sum of \$30,000 per annum for the ensuing three years, which sum the Board should have authority to expend in the payment of the tuition fees at the institution of their choice of deserving and qualified

young men and women of the State of special merit in scholarship who are earnestly desirous of a college education, and whose parents or nearest relatives are unable to send them, so that without such assistance they would be unable to go."

(Janney, 1924, pp. 15-16)

36. "No Maryland student whose family is able to pay for his education should be given free education in the form of scholarships, or otherwise, except that a few honor scholarships for special merit may be maintained."

(Janney, 1924, p. 17)

37. "It will be necessary for the State to continue appropriations, which, as the present scholarships expire, should be gradually reduced over a series of years. The first step in this direction should be to confine the scholarships to tuition only."

(Shriver, 1931, p. 23)

38. "We propose . . . . the repeal of existing scholarship legislation and the development of a system for awarding scholarships designed primarily to help outstanding students get the education for which they are qualified."

(Shriver, 1947, p. 353)

39. It is recommended "that the State establish a system of scholarship awards available to exceptionally worthy students: that the recipients of these awards be permitted to attend any accredited collegiate institution within the State to pursue any program of study leading to the bachelor's degree."

(Pullen, 1955, p. 114)

### III. Organization of Public Higher Education

#### A. The Structure of State Controls

40. "The State of Maryland, by its history, has committed itself to the policy of State support for higher education. It has only recently assumed the responsibility of an institution under state control organized completely as a university. The size of the State's appropriations now being made to this institution and the



close supervision of its expenditures on the budget system, and the control through its Board of Regents, lays added responsibility upon the State for its future, and at the same time opens opportunity for enlarged and more efficient service to the people of the State."

(Flexner, 1921, p. 54)

41. "By conditions recommended to be annexed to grants of State aid, the (proposed) Board should bend its efforts to assure the maintenance of approved standards in any institution receiving State aid, and also to bring about such coordination among the various institutions of higher learning that there shall be no useless duplication of facilities or courses, supported in whole or in part by the State, and no departure from the principle that a reasonable charge should be made for tuition."

(Janney, 1924, p. 17)

42. The Commission recommended a study of the colleges receiving state aid be made on "the relation of these colleges to education in the State, and to submit their recommendations as to the scope and character of the work that should be undertaken and the changes that should be made in curriculum and teaching staff in that connection, and to formulate a program whereby the needs of the schools as thus conceived of may be financed over a series of years with the expectation that these colleges shall, within some reasonable period, become self-sustaining."

(Shriver, 1931, p. 24)

43. "Your Commission has saved until the last discussion of the recommendation which seems to us to be by all odds the most important which we have to make. It should be evident to anyone who has read what has gone before that we have been able to suggest solutions to only a few of the major problems which face the state in the field of higher education and that those solutions should not be regarded as final. To furnish answers to the unsolved questions and to re-examine periodically the answers previously made, calls for the existence of a single permanent body with over-all authority similar to that conferred upon your Commission by the legislature."

(Marbury, 1947, p. 378)

44. "To help meet this growing demand for college education in Maryland, the Commission recommends the expansion and development of a tri-partite organization of public higher education. A large part of the need for college training can be met by an expansion of facilities at the University of Maryland. An additional share of the total demand for higher education, at least as it affects the first two years of college enrollment, can be taken care of by the continued development of the community college system throughout the state.

"But, as a vital part of the total system of public higher education, the Commission is convinced that the growing need for educational facilities in Maryland requires the conversion of each of the state teachers colleges into a full-fledged liberal arts institution, providing general undergraduate instruction as well as the traditional teacher education program.

"In this report the commission therefore recommends that all the state teachers colleges be placed under the jurisdiction of an independent State College Board of Trustees, which should be charged with the task of developing each of these schools into a well rounded liberal arts institution as soon as it is ready to take this step.

"The Commission also recommends that Morgan State College be brought into the state college system. It believes that the inclusion in this system of Morgan, which already has a well-developed liberal arts program, will help speed the conversion of the teachers colleges into liberal arts institutions."

(Curlett, 1962, p. 7)

#### B. The Role of an Advisory Commission.

45. "We recommend that the General Assembly by act authorize the appointment by the Governor of an unpaid Commission of five; one member should be appointed for a two-year term, two members for a three-year term and two for a five-year term, with eligibility for re-appointment. The Commission should report to the Governor annually the progress of the several institutions toward the attainment of the policies herein recommended, together with a statement of the extent to which the State is receiving value in return for the appropriations made."

(Janney, 1924, p. 15)

46. It is recommended that "a permanent Advisory Commission on Higher Education in Maryland be established through appointment by the Governor of Maryland by and with the advice of the Institutions of higher learning. This Commission should consist of nine persons: The Presidents of three State institutions, one of whom shall be the President of the University of Maryland; the presidents of four independent institutions, one of whom shall be the President of Johns Hopkins University; the Superintendent of Schools of Baltimore City; and the State Superintendent of Schools."

(Pullen, 1955, p. 118)

47. "Advisory committees for . . . . (junior colleges) consisting of seven to nine persons each, should be approved by the State Board for the following areas of the State: (a) Area I: Garrett, Allegany, Washington, Frederick, Montgomery counties; (b) Area II: Carroll, Baltimore, Harford counties; (c) Area III: Baltimore City; (d) Area IV: Howard, Anne Arundel, Prince George's, Calvert, Charles, St. Mary's counties; (e) Area V: Cecil, Kent, Queen Anne's, Caroline, Talbot, Dorchester, Wicomico, Somerset, Worcester counties."

(Frampton, 1960, p. 9)

48. "These advisory committees should proceed immediately, with the assistance of local boards of education, superintendents of schools, teachers college presidents, junior college deans, junior college advisory committees, and such other persons as they may wish to call on, to take full inventory of existing needs and resources and prepare a detailed, operating procedure for the application within their areas of the plans outlined herein."

(Frampton, 1960, p. 9)

49. "The advisory committees should co-ordinate closely the work of the public two-year and four-year colleges within their respective areas with the aim that the transfer program of the two-year colleges be geared to the program of the four-year institution."

(Frampton, 1960, p. 9)

50. "The Commission strongly recommends that the public institutions of higher education in this state create an Advisory Council for Higher Education."

"This Advisory Council should be charged with responsibility for preparing plans with respect to the overall development of Maryland's system of public higher education."

(Curlett, 1962, p. 47)

#### IV. Programs in Higher Education

##### A. General

51. "A fundamental need is that the state should offer the students who graduate from its secondary schools a greater variety of courses than those which are now available in its institutions of higher education."

(Marbury, 1947, p. 342)

52. "Existing institutions should continue to strengthen and improve their existing programs, operating at their present geographical locations."

(Pullen, 1955, p. 100)

53. "An accredited college or university in Maryland which can assure proper support should be encouraged to add a professional program for training librarians."

(Pullen, 1955, p. 108)

54. "An accredited college or university in Maryland which can obtain proper support should be encouraged to add a professional program for training social workers."

(Pullen, 1955, p. 108)

55. "Colleges of the State should co-operate with hospitals in their vicinity which are preparing nurses, through provisions of instruction in the related sciences and academic subjects."

(Pullen, 1955, p. 108)

56. "Existing institutions should proceed with due caution in adding new programs and fields of study."

(Pullen, 1955, p. 109)

## B. University of Maryland

57. "The ultimate expansion of the University of Maryland to a capacity of 10,000 students with a curriculum offering both graduate and undergraduate instruction in the liberal arts, the basic sciences, agriculture, business administration, engineering, and teaching, as well as the principal professions is recommended."  
(Marbury, 1947, p. 352)
58. "The establishment at the University of Maryland and Morgan State College, of separate courses for the training of teachers in the elementary schools is recommended."  
(Marbury, 1947, p. 353)
59. "The program planned for the professional schools in Baltimore should continue to be supported adequately."  
(Warfield, 1960, p. 24)
60. "It is recommended that during the period of rapid increases in undergraduate enrollment, due emphasis continue to be placed on the graduate programs which are the source of future faculty members and of highly trained personnel for industrial and governmental activities."  
(Warfield, 1960, p. 24)

## C. Other Four-Year Institutions

61. "It is recommended that colleges of liberal arts be encouraged to establish or expand programs of teacher education in full co-operation with the Maryland State Department of Education."  
(Pullen, 1955, p. 107)
62. "Liberal arts colleges and teachers colleges should consider the possibility of offering graduate programs in their major areas of study."  
(Pullen, 1955, p. 109)
63. "The State teachers colleges should be converted as soon as feasible into general State colleges, retaining their present emphasis on arts and science education, their present standards of admission, and,



of course, their function of teacher preparation. To accomplish this, it has been agreed:

1. that the course offerings in the arts and science fields shall be further expanded,
2. that non-teacher-training students may henceforth enroll at these colleges in the third and fourth years upon payment of appropriate tuition, and may qualify for B.A. and B.S. degrees,
3. that this transition shall take place in each of the five institutions as rapidly as possible."

(Frampton, 1960, p. 9)

64. "The Commission believes that whenever it is feasible, each of the state teachers colleges should be converted into full-fledged four-year liberal arts institutions offering an opportunity for concentration in subject matter fields as well as teacher education."

(Curlett, 1962, p. 45)

#### D. Two-year Institutions

65. "It is recommended that semitechnical courses be developed and sponsored by community junior colleges as part of the higher education program of the State."

(Pullen, 1955, p. 101)

66. "An appropriate basic arts and science curriculum should be established for all junior colleges."

(Frampton, 1960, p. 8)

#### V. Scope of Higher Education

67. "More of the young men and women of Maryland should continue their education beyond the secondary school level."

(Marbury, 1947, p. 340)

68. "The needs of the state in the field of higher education can properly be measured by the demand of its qualified citizens for that kind of training."

(Marbury, 1947, p. 341)



69. "Many of our young men and women will find their places in walks of life which do not require the type of education now available in the institutions of higher education which are found within the borders of this state. The requirements of this large segment of our youth should be taken into account and we should include those who need no more than two years' training beyond high school to prepare them adequately for the responsibilities which they will be called upon to meet."

(Marbury, 1947, p. 341)

70. "It is recommended that since many patterns of education are required to meet the diversity of students needs both as to offerings and levels, institutions of higher education in Maryland be encouraged to:

1. Examine their programs as to the diversity of offerings.
2. Analyze their student body as to heterogeneity and range in abilities and objectives.
3. Review their enrollment policies in the light of their offerings and student body."

(Pullen, 1955, p. 111)

## VI. Staff of Higher Education Institutions

71. "An adequate salary scale should be established for members of the faculty of the various state-controlled institutions."

(Marbury, 1947, p. 353)

72. "A State-wide scale for the support of salaries of junior college teachers and adequate per student State aid should be established."

(Frampton, 1960, p. 8)

73. "A co-operative teacher recruiting program should be developed for all junior colleges."

(Frampton, 1960, p. 8)

74. "In order to continue to attract competent instructors for the faculty of the State colleges, a system of professional rank should be established."

(Frampton, 1960, p. 9)

## VII. Students in Higher Education in Maryland

75. "It is recommended that the secondary schools intensify their efforts to identify and encourage those students who could go to college with profit to themselves and to society."

(Pullen, 1955, p. 110)

76. "It is recommended that the secondary school and college intensify programs of counseling and strive for a closer co-ordination of secondary-school and college programs in the identification of aptitudes, achievements, interests, motivations, and financial resources."

(Pullen, 1955, p. 111)

77. "The academic standards at the community college should be high enough to insure that graduates of these two-year institutions are qualified to undertake further undergraduate or graduate training if they choose."

(Curlett, 1962, p. 41)



## APPENDIX II

### ESTABLISHMENT, FUNCTIONS, AND DUTIES OF THE ADVISORY COUNCIL FOR HIGHER EDUCATION

#### *Establishment of Council*

The Advisory Council for Higher Education consists of nine members appointed from the citizens of the State by the Governor with the advice and consent of the Senate. The members of the Council are selected by the Governor solely by reason of their demonstrated interest in the broad range of higher education, their knowledge and understanding of its needs and problems and their devotion to its cause. Each member is appointed for a term of six years beginning with the first Monday in June in the year of his appointment. (Section 325, Article 77, The Annotated Code of Maryland, 1964 Cumulative Supplement)

#### *Governor's Charge to the Council*

Governor J. Millard Tawes in his letter to the Advisory Council for Higher Education under date of July 1, 1964, states:

As Governor of Maryland I have been impressed with the basic problems of meeting the expanding needs of higher education in our State. However, suggestions to achieve solutions have been varied and controversial.

In order to obtain objective guidance, both the Legislature and the Executive Branch need the sound advice of an effective instrument for planning the expansion of higher education for Maryland.

Your Council has been created by the General Assembly to give both public officials and the citizens of Maryland the benefit of impartial study of our programs for higher education. I urge you to assume your duties under the provisions of Chapter 41 of the 1963 Laws of Maryland. As your Governor, I suggest that a Master Plan for the Expansion of Higher Education be developed as soon as thoughtful study and deliberation permit.

## *Nature of Council's Power*

The law provides that nothing in the subtitle creating the Advisory Council for Higher Education shall be construed as granting to the Council any power other than that of an advisory nature. (Section 328, Article 77, The Annotated Code of Maryland, 1964 Cumulative Supplement)

## *Council Duties and Functions*

Section 327, Article 77, The Annotated Code of Maryland, 1964 Cumulative Supplement states:

(a) It shall be the duty of the Council to conduct studies concerning the various aspects of public higher education in the State, to report the result of its researches, and to make recommendations to the governing boards of the public institutions of higher education and to appropriate State officials with respect to the matters it has considered. The functions of the Council shall include the following:

- (1) Preparation of programs for the orderly growth and over-all development of the State system of public higher education to meet trends in population and the changing social and technical requirements of the economy;
- (2) Investigation of the needs throughout the State for undergraduate, graduate and adult education, for professional and technical training and for research facilities, and presentation of plans and recommendations for the establishment and location of new facilities and programs;
- (3) Study and advice regarding the State-wide coordination of the activities of the public institutions of higher learning, academically, administratively and fiscally, with the objective of achieving the most effective and economical employment of existing educational facilities and of fostering a climate of cooperation and unified endeavor in the field of public higher education;
- (4) Such other studies and reports concerning public higher education as the Governor or General Assembly may from time to time request;

(b) The Council shall submit to the Governor and to the General Assembly each year at the beginning of the session of the General Assembly, an annual report of its activities, including a report of the nature, progress or result of any studies it has undertaken or completed, together with such plans or recommendations respecting public higher education as may be appropriate.

















